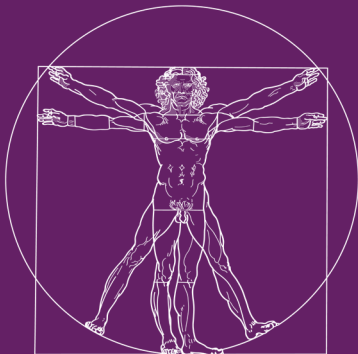


POCKET GUIDE TO GENDER EQUALITY

POCKET
GUIDE TO
GENDER
EQUALITY
UNDER THE
UNECCC



ecbi

POCKET GUIDE TO GENDER EQUALITY

POCKET
GUIDE TO
GENDER
EQUALITY
UNDER THE
UNECCC

The contents of this report do not necessarily represent the views of the European Capacity Building Initiative (ecbi), any of its members, or its supporting partners.

Copyright © ecbi 2017

Published October 2017

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without prior permission of the ecbi.

Series Editor: Anju Sharma

anju.sharma@iied.org

This guide is written by Bridget Burns, Women's Environment and Development Organization, with inputs from Laura Hall, Vera Zhou and Stella Gama.

Designed by DamageControl

This project is part of the International Climate Initiative (IKI). The German Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) supports this initiative on the basis of a decision adopted by the German Bundestag. For more information on IKI, see www.international-climate-initiative.com. It is also supported by SIDA.

Funding Partners



Federal Ministry for the
Environment, Nature Conservation,
Building and Nuclear Safety



Sida

based on a decision of the German Bundestag

Member Organisations

oxford
climate
policy



iied

FOREWORD

For over a decade, the European Capacity Building Initiative (ecbi) has adopted a two-pronged strategy to create a more level playing field for developing country in the UN Framework Convention on Climate Change (UNFCCC): training for new negotiators; and opportunities for senior negotiators from developing countries and Europe to interact, understand each other's positions, and build mutual trust.

The first part of the strategy focuses on providing training and support to new developing country negotiators, particularly from least developed countries. The climate change negotiations are often technical and complex, and difficult for new negotiators to fully grasp even over a period of two or three years. We hold regional training workshops to bring them up to speed on the negotiations. We also organise workshops before the Conference of Parties (COPs) to the UNFCCC, covering topics specific to that COP. To ensure continuity in our capacity building efforts, we offer a few negotiators, particularly women, bursaries to attend the negotiations and represent their country and region/grouping. Finally, we help negotiators build their analytical capacity through our publications, by teaming them up with global experts to author policy briefs and background papers.

This strategy has proven effective over time. "New" negotiators that trained in our early regional and pre-COP workshops have risen not only to become senior negotiators in the process, but also leaders of regional groups and of UNFCCC bodies and committees, and ministers and envoys of their countries. These individuals are still part of our growing alumni, now capacity builders themselves, aiding our efforts

to train and mentor the next generation of negotiators. Their insights from being “new” negotiators themselves have helped us improve our training programmes.

The second ecbi strategy relies on bringing senior negotiators from developing countries and from Europe together, at the annual Oxford Fellowship and Seminar and the Bonn Seminar. These meetings provide an informal space for negotiators to discuss their differences, and try to arrive at compromises. They have played a vital role in resolving some difficult issues in the negotiations.

Following the adoption of the Paris Agreement in 2015, ecbi produced Guides to the Agreement in English and in French. These proved popular with both new and senior negotiators. We therefore decided to develop a series of thematic guides, to provide negotiators with a brief history of the negotiations on the topic; a ready reference to the key decisions that have already been adopted; and a brief analysis of the outstanding issues from a developing country perspective. These Guides will be mainly web-based, and updated annually.

As the threat of climate change grows rather than diminishes, developing countries will need an army of negotiators to make the case for global action to protect their threatened populations. These Guides are a small contribution to the armoury of information that they will need to be successful. We hope they will prove as useful as the Paris Guide, and that we will continue to receive your feedback on how to continuously improve their usefulness – please write to the Series Editor, whose email address is provided on the title page.

Benito Müller,
Director, ecbi
on behalf of the ecbi Advisory and Executive Committees

CONTENTS

What is gender?	1
Why does gender matter to climate change?	3
What is gender mainstreaming?	6
<i>Why is gender mainstreaming important?</i>	6
How has gender been integrated into decisions under the UNFCCC?	8
<i>Timeline</i>	10
<i>Gender considerations included across thematic areas</i>	14
<i>Gender in the Paris Agreement</i>	24
<i>Gender in Nationally Determined Contributions</i>	25
<i>Gender and Climate Change National Focal Points</i>	26
<i>Gender at COP23</i>	27
<i>Key next steps</i>	30
Key tools	32
ANNEX I: Relevant Decisions	35
ANNEX II: Glossary of Terms	50
References	55

WHAT IS GENDER?

The term 'gender' typically refers to socially constructed categories describing women and men, often based on biological 'sex'. Gender is also about relations between women and men. Through socialisation, gender becomes a defining structural factor in the organisation of any society, and in particular, in the participation in productive and reproductive work. Social interactions and power relations between women and men both contribute to and reflect different gendered roles and responsibilities, as well as access to resources. Gender analysis provides a lens for policy-makers to understand – and develop – policies that consider this.

It is important not to conflate gender with women, or gender analysis with analysis solely focused on women. Understanding relationships, power dynamics, and differentiated roles between women and men is key to understanding gender. Appreciating both sets of actors involved in this dichotomy is important, as including only one of the two means, in effect, missing half of the social equation. When looking to understand the role of women in a specific context, such as within agricultural labour, it is valuable to ask – 'where are the men?' and vice versa. If inclusion of women and men is not explicit, a policy or programme runs

BOX: Gender Equality

The Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC), in 1998, defined gender equality as "... the equal enjoyment by women and men of socially valued goods, opportunities, resources, and rewards. The aim is not that women and men become the same, but that their opportunities and life chances become and remain equal."

a significant risk of ignoring vitally relevant social dynamics because the activities will be based on the implicit assumption that all stakeholders involved are homogenous, which is almost never the case. Neglecting different needs, experiences and knowledge based on gender and gender roles significantly affects the policy or programme's potential effectiveness.

Gender analysis typically considers differentiation among the various roles women and men play in society, including:

- **Reproductive roles** (tasks associated with daily child rearing and domestic chores).
- **Productive roles** (work done by both women and men for pay in cash or kind).
- **Community managing roles** (voluntary and unpaid activities at the community level).
- **Political roles** (participation in decision-making at all political levels on behalf of interest-based constituencies).

(Please see the Annex II for some key gender-related concepts/ definitions.)

WHY DOES GENDER MATTER TO CLIMATE CHANGE?

Around the world, gender shapes expectations, attributes, roles, capacities and rights of both women and men. While climate change is non-discriminatory and affects everyone, women and men, due to differing social roles, may experience the impacts of climate change differently, with women often disproportionately negatively affected. Women, compared to men, often have limited access to resources, less access to justice, limited mobility, and limited voice in shaping decisions and influencing policy.

At the same time, gender roles and responsibilities generally ascribed to women create an opportunity for engagement as women bring diverse and critical solutions to climate change challenges from the knowledge and experience they hold. This includes, for example, participation in informal, reproductive and productive work that often relates to caregiving for households and communities, caretaking of seeds and soils, maintaining traditional agricultural knowledge, and managing natural resources such as firewood and water. Women also tend to be key decision-makers in

choosing, using, and disposing domestic goods and appliances, with impacts on the energy efficiency and consumption levels of households.

A 2016 report by the Global Gender and Climate Alliance, *Gender and Climate Change: A Closer Look at Existing Evidence*, contains hundreds of examples of how gender roles intersect with climate impacts, as well as the outcomes of projects that proactively address gender issues, including the following:

- Only 12% of federal environment ministries globally are headed by women, as of 2015.¹
- At the World Energy Council, each National Member Committee has a chair and a secretary to represent national interests. The *Environment and Gender Index* study of 92 national committees found that only 4% of chairs and 18% of secretaries are female, or put differently, 96% of the leading voices on national energy needs are men.²
- Women on average make up 43% of the agricultural labour force in developing countries, and around 50% in sub-Saharan Africa. However, as of 2010, only 15% of land in sub-Saharan Africa is owned or managed by women.³ Rates are generally worse in Asia – only 13% of landholders in India are women, dropping to 11% in the Philippines and 9% in Indonesia.⁴
- In Burkina Faso, rainfall variability is significantly associated with migration, particularly for men, who are likely to move from areas with poor rainfall to other rural areas that are wetter.⁵
- An electrification project in Laos that adopted gender-mainstreaming practices increased the number of female headed households electrified by 43%, nearly twice the rate of increase as compared to other households.⁶
- One of the most comprehensive and widely cited articles

exploring the gendered impacts of natural disasters suggests that females are more likely to be killed by natural disasters and/or are systematically killed at younger ages than males.⁷

These examples are clearly connected to various themes in climate change policy, including mitigation, adaptation, and technology transfer. Other studies have sought to highlight the economic costs of gender inequalities, with subsequent impacts on climate resilience. In Malawi, for instance, gender inequalities in agriculture cost US\$100 million a year, according to a 2015 study. Addressing these inequalities, for instance through national policies to reduce inequalities in accessing labour saving technologies, could increase crop yields by 7.3 per cent per year, while improving resilience through increased incomes and better nutrition and health, and boosting national GDP by 1.8 per cent.

This guide explores how gender has been mainstreamed into the UN Framework Convention on Climate Change (UNFCCC) process, and it also elaborates on gender linkages across these different themes, thus deepening understanding of the relevance of gender to climate change as a whole.

WHAT IS GENDER MAINSTREAMING?

A 2016 [technical paper](#) by the UNFCCC secretariat defines gender mainstreaming under the Convention, in line with the definition set out in the [1997 UN Economic and Social Council \(ECOSOC\) report](#), as: *“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality”*⁸

► WHY IS GENDER MAINSTREAMING IMPORTANT?

Building effective responses to climate change requires an understanding of how gender inequality affects multiple issues: access to, and control of, resources; institutional structures; social, cultural and formal networks; and decision-making processes.

A wealth of research over the last twenty years has demonstrated that policies and interventions accounting for these differences have a better chance of sustained and successful impact on communities. Past experience with development programmes has demonstrated how policies, programmes and interventions undertaken without any explicit focus on gender perspectives or sensitivity of the barriers caused by gender-

based discrimination result in outcomes which are uneven, and they can further exacerbate injustice and inequality by wasting resources, and undermining development gains, particularly for women and girls. Systematic mainstreaming of gender into climate policies and interventions ensures:

- Climate policy and action is appropriate to local context by addressing the different perspectives, roles, rights, needs, priorities and interests of men and women as stakeholders.
- Climate approaches will be more efficient, effective, responsive and provide broader benefits when women and men are included in compensation and shared benefits.
- Equal access to opportunities, resources, decision-making and benefits of climate action and responses.
- Empowerment of women where gaps exist in distribution of power, resources, services, participation, overcoming institutional and socio-cultural barriers to women's engagement.
- Both women and men's knowledge, concerns and experience are taken into consideration.
- Meeting moral and legal obligations under the UN and its conventions, including the [UN Declaration on Human Rights](#) and [Convention on the Elimination of all Forms of Discrimination Against Women](#).

HOW HAS GENDER BEEN INTEGRATED INTO DECISIONS UNDER THE UNFCCC?

In the last few years, the UNFCCC – the only one out of three Rio Conventions⁹ that lacked mandates on women's rights and gender equality from the outset – has made major strides in integrating gender across all thematic areas in the negotiations. Most notable in recent years are the launch in 2014 of the [Lima Work Programme on Gender](#) and the integration of gender in the [Paris Agreement](#), as a preambular principle for all climate action, as well as in relation to adaptation and capacity building. Decisions have aimed to enhance gender equality via both policy and practice, encouraging gender balance in decision-making as well as responsiveness to gender issues in the development, implementation and monitoring of climate change policies and actions.

► PARTICIPATION AND REPRESENTATION OF WOMEN IN THE UNFCCC

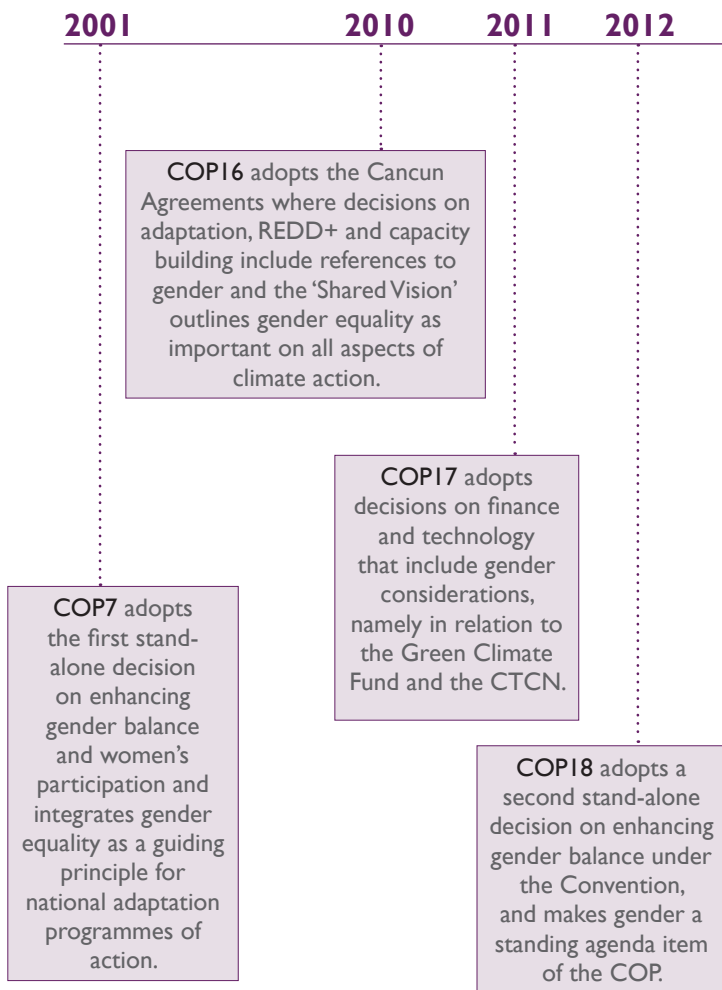
The early focus of the UNFCCC discussions on gender was on enhancing women's participation in the negotiations. Equal access to decision-making is a critical step towards achieving gender equality. Research shows that the equitable participation of women and men in climate change decision making can provide the crosscutting experiences necessary for climate change policies that embody social equity and reflect and serve the needs of society. A [2005 study](#) indicated that countries with higher proportions of women in their national legislative bodies are more likely to approve environmental agreements.

In 2012, research indicated that countries in which women are closer to men in status, rights, and opportunities have lower per capita emissions of heat-trapping carbon dioxide, when other factors are controlled. Their findings suggest that efforts to improve gender equality around the world may work synergistically with efforts to curtail global climate change and environmental degradation more generally. Taking gender into account has been shown to enhance the effectiveness of policies across both developed and developing countries. For example, in Ireland and the UK, municipal waste management policies generally ignore the “different understandings and concerns” of women, and are less effective as a result.

When looking at equal participation in decision-making in the context of the UNFCCC delegations and constituted bodies, there is reason to be concerned with the slow pace of progress. From 2008-2016, there has been minimal improvement in gender balance. The average participation of women on national delegations has increased from 30% to 36%, peaking in 2014 while sliding backwards to 32% in 2016. While women represented 35% of participants at COP20 in Lima, this decreased to 29% at COP21 in Paris and 30% at COP22 in Marrakech. It is a trend overall that women’s participation is higher at intersessionals than at COP meetings in any given year.

Among all constituted bodies, the Joint Implementation Supervisory Committee and the Consultative Group of Experts on National Communications have the highest percentage of women members, with 41% and 46% respectively. Both the Adaptation Committee and Technology Executive Committee have been slowly improving gender balance in member composition, beginning with two women members in 2013 and gradually increasing to six and seven women members

TIMELINE



2013

2014

2015

2016

2017

COP19 adopts the Warsaw International Mechanism (WIM) including a mandate for collection of gender-disaggregated data.

COP21 adopts the Paris Agreement, which includes gender equality in the preamble, as well as references in adaptation and capacity building.

COP22 adopts a three-year extension of the Lima Work Programme on Gender.

COP20 adopts a two-year 'Lima Work Programme on Gender' to further enhance gender balance but also to provide knowledge and capacity building on gender-responsive climate policy.

COP23 is mandated to develop a two-year gender action plan.

BOX: UNFCCC 'Stand-Alone' Decisions On Gender**2001, COP7: Decision 36/CP.7 Improving the participation of women in the representation of Parties in bodies established under the UNFCCC or the Kyoto Protocol**

The first stand-alone decision related to gender, adopted in Marrakesh in 2001, focused on the participation and representation of women in the UNFCCC. Specifically, it:

- Invited Parties to give active consideration to the nomination of women for UNFCCC bodies.
- Requested the UNFCCC secretariat to highlight this decision to Parties when electing representatives for bodies (and committees).
- Requested the secretariat to maintain updated information on the composition of bodies with elective posts, as a method of ensuring vacancies maintain a balanced composition.

2012, COP18: Decision 23/CP.18 Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol

Eleven years later, following very slow progress on enhancing women's participation, the next stand-alone decision adopted in Doha also focused on promoting gender balance. This decision:

- Added gender as a standing item on the agenda of COP.
- Set the goal of gender balance as a gradual but significant increase in the participation of women, for review at COP22.
- Requested views on options and ways to advance the goal of gender balance.

2014, COP20: Decision 18/CP.20 Lima Work Programme on Gender

The Lima Work Programme on Gender aimed to enhance the earlier two decisions on gender balance/ women's participation by including a focus on the implementation of gender-responsive climate policy.

Decision 18/ CP.20 called for:

- A review of implementation of all gender-related mandates by the UNFCCC secretariat.
- Training and awareness raising for delegates on gender-responsive climate policy.
- Training and capacity building for women delegates.
- Two in-session workshops on gender (in relation to mitigation, technology, adaptation and capacity building) at the 42nd and 44th meetings of the Subsidiary Body for Implementation (SBI).
- Submissions by Parties on these workshops.
- A technical paper by the secretariat on guidelines for implementing gender considerations in climate change activities.
- The appointment of a senior gender focal point at the UNFCCC secretariat.

2016, COP22: **Decision 21/CP.22** Gender and climate change

This decision extended the gender work of the Lima Work Programme for three years, to be reviewed at COP25 in 2019, and called for:

- Both technical bodies (the SBI and Subsidiary Body for Scientific and Technological Advice) and Parties, as well as the UNFCCC's Financial Mechanism, to enhance communications and reporting on progress implementing gender-responsive climate policy.
- Two technical papers by the secretariat, on: enhancing gender balance; and entry points for implementation of constituted bodies' gender mandates.
- A gender perspective be considered in the organisation of the technical expert meetings (TEMs) on mitigation and adaptation.
- The integration of local and traditional knowledge in the formulation of climate policy, and recognition of the value of the participation of grassroots women in gender-responsive climate action at all levels.
- The appointment of, and support for, a national gender focal point for climate negotiations, implementation and monitoring.
- The development of possible elements of a gender action plan for consideration at SBI47 (during COP23).

respectively in 2016. The Advisory Board of the Climate Technology Centre and Network (CTCN), the Kyoto Protocol's Compliance Committee enforcement branch, the Executive Board of the Clean Development Mechanism, the Green Climate Fund and the Least Developed Countries Expert Group (LEG) all have less than one-fifth of their members who are women, despite mandates on gender balance in many of the operational guidance documents.

This trend, namely a lack of sustained progress in enhancing the representation of women, is why decisions on gender under the UNFCCC continue to have a strong focus on gender balance. However, a broader understanding of gender balance as only one aspect of fully integrating gender into the implementation of policies has also evolved among Parties and stakeholders, leading to the more robust decisions on gender from 2012 onwards, as well as to calls at COP23 for the development of a gender action plan (GAP) to move the process from words to action.

► GENDER CONSIDERATIONS INCLUDED ACROSS THEMATIC AREAS

While key 'stand-alone' decisions on gender have been evolving since 2001, gender references have also been included in all of the thematic issues of the negotiations. These gender mandates have been compiled by the UNFCCC secretariat in a [technical paper](#). Part of the work of the Lima Work Programme on Gender and any subsequent GAP is to enhance implementation of these already existing gender mandates.

The Cancun Agreements at COP16 marked an important turning point for gender mainstreaming in the negotiations, particularly in the areas of adaptation and capacity building. Decision 1/CP.16 on a 'Shared Vision' for climate action

recognises that gender equality and the effective participation of women are important for climate action on all aspects of climate change.

Further key decisions across thematic areas are outlined below.

ADAPTATION

Adaptation actions reduce vulnerability and increase resilience to current and projected climate risks at the national, regional and community levels. The inequitable distribution of rights, resources and power constrain many people's ability to take action on climate change, with different constraints and impacts on women and men. For example, in Vietnam, female-headed households are disadvantaged in securing sufficient water for agricultural needs. Female-headed households report 20% lower rice yields compared to male-headed households due to limited water supplies.

Adaptation is the area in which gender is most well integrated (across 16 decisions), beginning early on in the UNFCCC. Some key decisions include:

- **Decision 28/CP.7** states that preparation of National Adaptation Programmes of Action (NAPAs) must be guided by gender equality.
- **Decision 1/CP.16** affirms enhanced action on adaptation should be gender-sensitive.
- **Decision 6/CP.16** requires the LEG to provide technical advice on gender-related considerations.
- **Decision 5/CP.17** reiterates that the National Adaptation Plan (NAP) process should be country-driven, gender-sensitive, and participatory.
- **Decision 6/CP.17** requests the Nairobi Work Programme to organise workshops on gender-sensitive tools and

approaches to water and climate change, and ecosystem-based approaches.

In response to these decisions, the LEG drafted *Technical Guidelines for the National Adaptation Plan (NAP) Process* in 2012. These guidelines included a key goal of strengthening gender considerations and considerations regarding vulnerable communities. The Guidance is particularly useful as it contains a number of suggested activities for integrating gender considerations within the NAP process. This includes for example, using sex-disaggregated data in vulnerability and adaptation assessments.

A few years later, the secretariat produced a *technical paper on Best practices and available tools for the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts, vulnerability and adaptation to climate change*. A joint meeting on the same topic in 2014, between the Adaptation Committee, the Nairobi Work Programme and expert stakeholders, followed up on this. A *report of the meeting* included recommendations for practitioners on the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts.

Outside of the UNFCCC, actors are taking action to support countries to integrate gender. For example in 2016, the *NAP Global Network*, a group of individuals and institutions working to enhance national adaptation planning and action in developing countries, hosted by the International Institute for Sustainable Development (IISD), began a pilot analysis of how gender considerations are being integrated into national adaptation planning documents. *Initial analysis* indicated

three key areas for further action:

- Gender-balanced participation in decision making.
- Building skills of gender and adaptation specialists.
- Knowledge sharing among countries on gender considerations in the NAP process.

MITIGATION

Mitigation actions reduce the contribution of human activities to climate change (for instance, by reducing greenhouse gas emissions). Gender is a crosscutting issue in all actions to mitigate climate change. Understanding gendered differences, in labour roles, use of energy and infrastructure and access to resources, is key to developing policies and actions to transition away from high emissions energy use as well as to encourage low-carbon shifts in transportation, agriculture, land use, land use change, and forestry. There is considerable evidence of the key role women play in activities that support mitigation, for example, in small-scale agriculture and food production. Through their diverse roles as community leaders, farmers, entrepreneurs, producers, and household managers, women are powerful agents of change in addressing climate change, and important stakeholders in implementing low-carbon pathways in both developed and developing countries.

Mitigation is, however, one of the areas of the negotiations where gender concerns are least incorporated (seven decisions), due in part to gender being understood mainly in the context of vulnerability, as opposed to being understood as an important social lens in developing all forms of policy. Key mitigation decisions include:

- **Decision 1/CP.16**, on enhanced action on mitigation, specifically countries' efforts to reduce emissions from deforestation and forest degradation (REDD+) and

- response measures, requests developing country Parties to address gender considerations when developing and implementing national strategies or action.
- **Decision 2/CP.17** urges Parties to consider the positive and negative impacts of the implementation of response measures to mitigate climate change on women and children.
 - **Decision 12/CP.17** states that guidance on systems for providing information on how safeguards are addressed and respected (related to REDD+) should respect gender considerations.
 - **Decision 1/CP. 20** calls for the effective engagement of women in the technical examination process for opportunities with high mitigation potential.

Gender considerations could be improved in relation to mitigation in many areas. For example, there are no guidelines on integrating gender into Nationally Appropriate Mitigation Actions (NAMAs) in the way that there are guidelines to do so for NAPs and NAPAs. This type of guidance would be very useful for Parties given that most climate financing instruments have requirements for gender considerations, as elaborated below. Some countries have already taken the lead on integrating gender in NAMAs. Vanuatu's NAMA calls for *“increasing private sector involvement in rural electrification and encourages fostering women-run enterprises”*¹⁰ and the Republic of Georgia's NAMA, was *“designed to improve access to solar water heaters and improved stoves for 100,000 women and men in rural Georgia, reducing 48,000 tons of CO₂.”*¹¹

TECHNOLOGY TRANSFER AND DEVELOPMENT

Gender considerations are important to ensure women and men have equal access to the value chain of climate responsive

technologies and economic opportunities that may arise from enhanced mitigation initiatives. In order to achieve the above, it is necessary to overcome a series of barriers to facilitate women's engagement in the sector. Technology innovation and use is widely viewed as "men's work". However, in many developing countries, it is traditionally women's work to gather wood, provide food, and generate income for their own and their children's needs. It therefore makes sense to enlist women in designing and producing locally appropriate energy technologies, customised to fit their household and income needs.

Further, in the energy sector, for example, women and men have different energy roles, needs and priorities. Men's energy needs tend to involve commercial and large-scale industrial development whereas women's needs generally prioritise energy access for cooking, family or community needs or home-based small and often informal enterprises.¹²

Low-emission energy investments and technologies that are gender-responsive contribute to increasing men and women's access to modern and clean forms of energy for lighting, cooking, heating and cooling, pumping, transportation, communication and other productive uses. They increase economic efficiency and productivity gains with less time and physical exertion spent on basic subsistence activities, such as wood fuel collection, by focusing not on high-tech, high-cost solutions but instead on appropriate, safe, environmentally and socially sound technologies that respond to women's and communities' needs and build on already existing traditional technologies and capacities. They also create entrepreneurial opportunities and new markets for private investors, particularly micro, small and medium sized enterprises owned by women. Overall, low-emissions

development pathways will be more effective and equitable where they are designed using a gender-informed approach.¹³

Gender references can be found in four decisions under the UNFCCC. The key gender-related decision on technology is:

- **Decision 2/CP17**, which outlines the Terms of Reference (ToR) for the Climate Technology Centre and Network (CTCN), affirming that the mission of the CTCN is, among other things, to facilitate the preparation and implementation of technology projects and strategies, taking into account gender considerations.

The *CTCN website* has a page dedicated to their work on integrating gender,¹⁴ and in 2016, they produced a *Note on the CTCN Technology and Gender Mainstreaming*,¹⁵ which outlines current efforts to mainstream gender including through: technical assistance; knowledge sharing; capacity building; appointing a gender mainstreaming focal point; and partnerships.

FINANCE

Climate financing approaches should be designed to address rather than reinforce gender inequalities. Women still face unequal access to political power, economic resources, legal rights, and ownership, bank credit and technical training. To address inequalities through climate finance, mechanisms should require a concrete gender analysis, not just of the number of women beneficiaries included in a project, but of how the project is designed, what activities are prioritised, and who has access to and control over resources.

Accessing climate finance is a challenge that has gender implications. It is almost impossible, for example, for local women's groups and grassroots organisations undertaking

mitigation and adaptation projects to gain accreditation to the Green Climate Fund (GCF) or other major financial mechanisms directly, and typically the projects women's groups are undertaking are deemed too small in scale to meet the requirements of support. This can overlook many sustainable solutions that require finances to scale and replicate. Gender-responsive approaches would include for example, the provision of long-term, patient and deeply concessional credit lines to women entrepreneurs and to address community needs for mitigation-related investments. It would also require mechanisms to assess the inherent bias in their structures toward expensive, large-scale, high-tech projects in favour of scaling up the provision of smaller-scale financing options, focused on the empowerment of women. This would undoubtedly include options for simplified approval procedures to support smaller-scale mitigation interventions at the community level.¹⁶

Though key challenges remain, it should be noted that the global climate finance landscape has made significant progress in incorporating gender considerations, with all major climate financing mechanisms (under and outside of the Convention) having some form of gender policy and/or action plan. Key decisions under the UNFCCC to facilitate this include:

- **Decision 3/CP.17**, on the establishment of the GCF, which in its Governing Instrument states that the fund would take a gender-sensitive approach.
- **Decision 8/CP.19** includes criteria on the review of the Financial Mechanism on the extent to which the financial mechanism is contributing to gender-sensitive approaches. This was repeated in Decision 12/CP.22.

In 2014, the Global Environment Facility (GEF), which administers the adaptation-focused Least Developed Countries

Fund (LDCE) and the Special Climate Change Fund (SCCF), adopted a [Policy on Gender Mainstreaming](#),¹⁷ as well as a [Gender Equality Action Plan \(GEAP\)](#). GEF also has a gender specialist. According to the GEF website, inclusion of gender in projects enables improved environmental management, while simultaneously encouraging “greater gender equality”. The gender mainstreaming policy adopted by GEF ensures that all new projects established and funded must conduct a “gender analysis”, as well as develop “gender-responsive results-based frameworks”, with the goal of such actions being to ensure equal access by both women and men to project resources, services and benefits.

The Adaptation Fund adopted a [gender policy and action plan](#) in 2016.¹⁸ The Policy and Action Plan strives to attain gender equality as its goal, with its gender policy being human rights-based. Within the plan, concepts such as gender sensitive and gender responsive are outlined, and all are appreciated as key in ensuring gender equality.

The GCF, the first global climate finance mechanism to introduce gender considerations across its operations from the outset, adopted a gender policy and action plan in 2014. In addition to having a mandate for gender to be integrated in all project proposals, all accredited entities to the GCF must have a gender policy. Guidelines, assessments and other tools related to gender in GCF work can be found on the Fund’s [dedicated gender page](#).¹⁹ In August 2017, the GCF launched its first gender manual entitled, *Mainstreaming Gender in Green Climate Fund Projects*.²⁰ The guide works to support countries and practitioners in:

- mainstreaming gender in readiness support;
- mainstreaming gender in the GCF project cycle;
- conducting gender analysis and assessments;

- developing a gender-responsive results framework; and
- gender mainstreaming in monitoring and reporting.

Outside of the UNFCCC, the Climate Investment Funds adopted a [gender action plan](#) in 2014 and is expected to decide on a new gender policy in 2017.²¹ The 2014 gender action plan appreciates that “*decision-making regarding national development objectives can no longer take place solely within an environmental or technological scope, but rather must include social and gender elements as part of the overall approach to development.*” It goes on to establish that gender mainstreaming within climate action exists in order for “*efficiency, effectiveness, and ultimately for the goals of equity and inclusion.*”

CAPACITY BUILDING

Given the overall importance, and broad set of mandates for integrating gender into climate policy, it is critical to strengthen capacities and capabilities of institutions, decision-makers and practitioners, at the international, national and local levels, on the design and implementation of gender-sensitive climate policies. This includes the development and sharing of key tools, methodologies and approaches to translate this work from the global to national contexts.

Like adaptation, gender is well integrated under capacity building (12 decisions), including the following key decisions:

- **Decision 1/CP.16** decides that capacity-building support to developing countries should take into account gender aspects.
- **Decision 15/CMP.7**, on capacity building under the Kyoto Protocol, affirms the importance of taking into account gender considerations.
- **Decision 13/CP.17** reaffirms the importance of gender

aspects in capacity building under the Convention.

- **Decision 15/CP.18**, on Article 6 (now Action for Climate Empowerment or ‘ACE’), observes gender as a crosscutting issue in all six areas of Article 6 of the Convention.
- **Decision 16/CP.22** invites the newly established Paris Committee on Capacity Building to take gender-responsiveness and human rights as crosscutting issues in the 2016-2020 workplan.

LOSS AND DAMAGE

Gender, among a variety of social, economic and political factors, acts as a critical crosscutting issue in the context of understanding the magnitude of loss and damage impacts.

- Decision 3/CP.18 acknowledges the need for further work to enhance the understanding of how loss and damage associated with the adverse effects of climate change affects those already made vulnerable due to gender. It also acknowledges the need for strengthening sex-disaggregated data collection.
- Decision 2/CP.19, on the establishment of the Warsaw International Mechanism on Loss and Damage, mandates the mechanism to undertake the collection, sharing, management and use of relevant data and information, including gender-disaggregated data.

► GENDER IN THE PARIS AGREEMENT

The Paris Agreement, adopted at COP21 in 2015, was an important moment in the history of gender’s inclusion within the UNFCCC. Considered a major stepping stone for international action on climate change, the Paris Agreement integrated gender into the following areas:

- **Preamble:** *“Acknowledging that climate change is a common*

*concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as **gender equality, empowerment of women** and intergenerational equity.”*

- **Adaptation:** Parties acknowledge that “adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach...”
- **Capacity building:** “Capacity-building should be guided by lessons learned, including those from capacity-building activities under the Convention, and should be an effective, iterative process that is participatory, cross-cutting and gender-responsive.”

► GENDER IN NATIONALLY DETERMINED CONTRIBUTIONS

According to WEDO’s 2016 analysis of 190 intended Nationally Determined Contributions (INDCs) submitted by countries, 64 include a reference to women or gender. Of these, however, several only mention gender in the context of the country’s broader sustainable development strategy, and not specifically in relation to climate change policies. The analysis also noted that all 64 countries are non-Annex I countries, and the context in which women or gender are mentioned is most commonly in relation to adaptation (27 countries). This indicates that gender is rarely perceived as a relevant consideration in the context of mitigation strategies, which are the overwhelming focus of Annex I countries. Also, given that the vast majority of commitments in INDCs from non-Annex I countries are

conditional, the existing commitments to women's rights and gender equality in the INDCs are extremely vulnerable.

► **GENDER AND CLIMATE CHANGE NATIONAL FOCAL POINTS**

One potential means to improve national level implementation is via more robust human resource infrastructure for connecting the national and international process. In this vein, Decision 21/CP.22, paragraph 22, invites Parties to appoint and provide support for a national gender focal point for climate negotiations, implementation and monitoring. The incoming Fijian COP23 Presidency and the UNFCCC secretariat are inviting all countries that have not yet done so to nominate a national focal point for Gender and Climate Change prior to COP23. The gender focal point will assist with all gender-related decisions and mandates under the UNFCCC processes. Once nominations are received, the newly appointed National Focal Point for Gender and Climate Change will be published on the UNFCCC [Gender and Climate Change website](#).

► **THE WOMEN AND GENDER CONSTITUENCY**

Another important platform for engaging on women's rights and gender equality issues under the UNFCCC is via the [Women and Gender Constituency \(WGC\)](#). The WGC is one of the nine stakeholder groups of the UNFCCC. Established in 2009 and granted full constituency status in 2011, the WGC consists of 27 women's rights, gender and environmental civil society organisations, who are working together to ensure that gender equality is central to climate change policy. The WGC, consisting of a broad variety of national and regional network organisations, represents hundreds and thousands of people across the globe, with advocates from over 60 countries.

► GENDER AT COP23

The UNFCCC has moved into a phase of urgent implementation of climate action, and the key for gender under the UNFCCC is a focus on tools, methods, activities and guidance to support the implementation of gender-responsive policies at national level.

Decision 21/CP.22 mandated the continuation and enhancement of the Lima Work Programme on Gender for a period of three years, followed by a review of the programme at COP25 in November 2019. The decision also requested the SBI to develop a gender action plan (GAP) under the Lima work programme for consideration at SBI 47 in November 2017, which will support the implementation of gender-related decisions and mandates under the UNFCCC process.

The mandate for the GAP states its objective is “*to support the implementation of gender-related decisions and mandates under the UNFCCC process, which may include key result areas, key activities and indicators, timelines for implementation, the responsible and key actors and indicative resource requirements for each activity, and further elaborate its process of review and monitoring*”.

Thus, in designing activities under the GAP, Parties would consider which actions might, for instance, help them to “*consider the positive and negative impacts of the implementation of response measures to mitigate climate change on women and children*”, as was mandated in Decision 2/CP.17. Follow-up questions could be: how can Parties go about making these considerations? what information is needed, how can it be collected? which actors should be involved? what is the timeframe for the action? The focus on the GAP is the ‘how’ – how Parties can push forward actions to achieve the mandates they have set for themselves.

Parties and observers have shared views on the GAP in several key moments throughout 2017:

- In January, Parties were requested to share submissions on *Views on possible elements of the gender action plan to be developed under the Lima work programme on gender*. These submissions (9 party submissions – including on behalf of groups such as LDCs and the EU; and 11 non-party submissions) include a multitude of options for enhancing work on gender and elements to be included in the GAP, particularly around improved reporting mechanisms, enhancing coherence, and capacity building opportunities.
- Following this, from 27-28 March, the Netherlands, Costa Rica and UN Women hosted an informal consultation to gather initial ideas on the elements of the GAP. The *outcomes of this consultation* were submitted by UN Women prior to the 46th session of the UNFCCC Subsidiary Bodies (SB46) in May 2017.
- At SB46, a mandated *in-session workshop* was held from 10-11 May 2017 for initial inputs into priorities for development of a GAP, which were outlined in a *report* of the workshop. The initial cluster areas of work identified by the March informal consultation were presented in the workshop and accepted as a basis for furthering the dialogue on possible elements.
- Finally, from 14-15 September 2017, the Government of Canada hosted a second informal consultation in Ottawa, where Parties attempted to further review key activities for the GAP based on the outputs from the above reports and consultations.

The five key result areas for the GAP, which include activities, have remained consistent throughout the dialogues:

A) Capacity building, knowledge sharing and communication

This cluster includes actions to support capacity building and awareness raising towards the systematic integration of gender considerations at all levels of climate policy, promote knowledge exchange and development of gender knowledge products as well as enhanced access to gender tools, methodologies and experts.

B) Gender balance, participation and women's leadership

This cluster includes actions that could be undertaken to promote a progressive increase towards gender balance and women's participation on national delegations and constituted bodies, in national level climate policy-making and implementation, as well as a specific focus on improving the participation of grassroots and indigenous women in these spheres. These include compilation of gender composition reports, strengthening the Women Delegates Fund, and training and capacity building programmes for developing countries.

C) Coherence within the UNFCCC and other UN agencies

This cluster focuses on actions to strengthen the integration of gender considerations within the work of the UNFCCC secretariat and constituted bodies towards consistent implementation of gender mandates, and activities and synergies with other UN agencies, instruments and processes.

D) Gender-responsive implementation and means of implementation (MoI)

This cluster aims to achieve improved gender integration in climate action plans design and delivery, and across all means of implementation, via actions to improve gender considerations in technology needs assessments,

enhancing procedures to support local direct access to climate finance for women's groups, including grassroots and indigenous women, and enhancing national level coordination mechanisms.

E) Monitoring and reporting

Finally, this cluster suggests activities to track progress on gender responsive policies, plans and actions; track progress on gender balance and women's participation; and improve reporting and outreach on the implementation of gender mandates under the UNFCCC.

To ensure inclusiveness and effective implementation and delivery of GAP results, innovative methods such as “open calls” to stakeholders to implement specific activities of the GAP, and hosting of Expos and Market Places as platforms for information and knowledge sharing will be used.

► KEY NEXT STEPS

A comprehensive, targeted and resourced two-year GAP is an important outcome for COP23, in order to urgently advance gender-responsive and human rights based climate policy and action. The actions should support a step-change in capacity for, and implementation of, gender-responsive climate policy development, delivery and reporting at national level, particularly via gender budgeting in climate programming. Actions should also increase the availability of sex- and gender-disaggregated data and analysis at all levels, looking at both the impacts of climate change as well as the impacts of climate change policies and actions. Analysis should include data based on local and traditional knowledge, including women's traditional knowledge. Finally, actions should support meeting the goal of gender balance in all aspects of climate change policy-making, on delegations,

boards and bodies of the UNFCCC, as well as at regional and national level, and ensuring the full and effective participation of grassroots and indigenous women in these spaces.

Equally important to a robust GAP is the understanding that, to be effective, gender must continue to be integrated across all thematic areas and recognised as a key element in the implementation guidelines of the Paris Agreement. Gender cannot be seen as a separate and silo-ed issue. It is critical that delegates negotiating across all aspects of the UNFCCC understand the linkages and make demands for gender considerations in those areas.

A recently released report, *Delivering on the Paris Promises: Combating Climate Change while Protecting Rights*, provides a roadmap for how to tackle climate change under the Paris Agreement in a way that integrates fundamental human rights and social and environmental principles enshrined in the treaty. This includes guidance on how key human rights and environmental and social principles set forth in the preamble of the Paris Agreement, should be integrated into the Paris implementation guidelines, particularly Nationally Determined Contributions, Adaptation Communications, the Transparency Framework, and the Global Stocktake (without precluding its relevance to other aspects of work under the UNFCCC).

KEY TOOLS

Multiple tools exist to support Parties and stakeholders in ensuring gender considerations are understood and incorporated. In 2016, WEDO launched the *Gender Climate Tracker* (GCT) mobile App and web platform. The GCT App has a clear and user-friendly structure with seven key sections and three substantive sections:

1. **Gender Mandates in Climate Policy:** A compilation of UNFCCC decisions that contain specific references to gender equality and identification of remaining gaps.
2. **Women's Participation Statistics in Climate Diplomacy:** Up-to-date data on women's participation on national delegations, as well as boards and bodies, at the major negotiating meetings of the UNFCCC from 2008 onwards.
3. **Gender and NDCs:** Summaries of submitted NDCs and analysis of the extent to which they address women's human rights and the linkages between gender and climate change.

In 2015, the UN Development Programme (UNDP) designed the *Gender Responsive National Communications toolkit*,²² to “strengthen the capacity of national government staff and assist them in integrating gender equality into the development of *National Communications*.” It also promotes gender-responsive

planning frameworks, through an improvement of policy and programme implementation and encouraging sustainability as well as an outlining of the gender mainstreaming process tailored to the National Communications process.

In addition, the UNFCCC, via a *mandated technical paper*, has identified existing tools to be used across a number of thematic areas and actions. These include gender analysis, project preparation and design, gender-responsive budgeting, implementation, monitoring and evaluation, and in the assessment of social benefits of involving women and men equally in climate change activities.

Related to gender analysis activities, a few institutions have created tools that could prove useful for Parties and other institutions. Two frameworks that support conducting a gender analysis are the *Harvard Analytical Framework* and the *Moser Gender Planning Framework*. The Asian Development Bank has also created a few *Gender Checklists*, specifically for certain sectors. The UN Development Programme (UNIDO) has published a document on gender mainstreaming within energy, titled *Guide on Gender Mainstreaming – Energy and Climate Projects*, which includes a checklist of questions that can be used to understand certain aspects of gender within specific contexts and sectors, like decision-making power, access to resources, etc. The last tool, a *Socioeconomic and Gender Analysis Framework*, was created by the Food and Agriculture Organization, which partnered with the International Labour Organization, the World Bank and the UNDP to aide in incorporating gender into initiatives and interventions.

Within project, programme, and policy preparation and design, UNIDO has created a set of questions that can be used to guide the mapping of partnerships and stakeholders,

in its *Guide on Gender Mainstreaming*. ENERGIA has created a manual for gender mainstreaming, focused on supporting organisations working in the energy sector to introduce gender mainstreaming at different organisational levels, to be used both internally and externally. This tool is titled *Mainstreaming Gender in the Energy Sector*.

Another tool developed by ENERGIA, the “*participation and decision-making tool*” was also identified by the UNFCCC because of its usefulness in encouraging and implementing collaboration with local women’s groups or organisations, which in turn would encourage an increase in awareness and outreach to women locally, especially women who might otherwise be unaware of these options for participation. Collaboration with women’s organisations on a local level is vital if key stakeholders are to be included within processes.

Rather than a specific tool, UN Women utilises the “SMART” approach for monitoring and evaluating programmes – emphasising how indicators need to be specific, measurable, accurate, relevant, and time-bound. UN Women also supports and encourages the use of guidance developed by the UN Evaluation Group, which created a document titled *Integrating Human Rights and Gender Equality in Evaluations*. UNIDO has also created an *Evaluation Group Guide*, which includes a guide for integrating gender into evaluation.

ANNEX I

DECISION 36/CP.7

IMPROVING THE PARTICIPATION OF WOMEN IN THE REPRESENTATION OF PARTIES IN BODIES ESTABLISHED UNDER THE UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE OR THE KYOTO PROTOCOL

THE CONFERENCE OF THE PARTIES,

Recalling the Beijing Declaration of the 1995 Fourth World Conference on Women which recognizes that women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in decision-making processes and access to power, are fundamental for the achievement of equality, development and peace,

Recalling further that the Beijing Declaration called on governments, the United Nations system and regional and international institutions to contribute to the implementation of the Beijing Platform of Action,

Noting that improvement in the gender balance of officers elected to the bodies established under the United Nations Framework Convention on Climate Change and the Kyoto Protocol would be one such contribution to the implementation of the Beijing Platform of Action,

Having considered the need for Parties to take into account the need for more equitable representation of female and male officers elected to the bodies established under the Convention or the Kyoto Protocol,

Urging Parties to take the measures necessary to enable

women to participate fully in all levels of decision making relevant to climate change,

1. *Invites* Parties to give active consideration to the nomination of women for elective posts in any body established under the Convention or the Kyoto Protocol;
2. *Requests* the secretariat to bring this decision to the attention of Parties whenever a vacancy arises for any elective post in any body established under the Convention or the Kyoto Protocol;
3. *Further requests* the secretariat to maintain information on the gender composition of each body with elective posts established under the Convention or the Kyoto Protocol, and to bring this information to the attention of the Parties whenever such a vacancy occurs.

DECISION 23/CP.18

PROMOTING GENDER BALANCE AND IMPROVING THE PARTICIPATION OF WOMEN IN UNFCCC NEGOTIATIONS AND IN THE REPRESENTATION OF PARTIES IN BODIES ESTABLISHED PURSUANT TO THE CONVENTION OR THE KYOTO PROTOCOL

THE CONFERENCE OF THE PARTIES,

Recalling decision 36/CP.7 on improving the participation of women in the representation of Parties in bodies established under the Convention or the Kyoto Protocol,

Acknowledging the recent progress made under the Convention and the Kyoto Protocol in advancing gender balance and women's empowerment in international climate change policy under the guidance of decision 1/CP.13 (Bali Action Plan) and decisions taken at its sixteenth

and seventeenth sessions,¹ as well as in various bodies and programmes under the Convention,

Noting that notwithstanding the efforts made by Parties to implement decision 36/CP.7, women continue to be underrepresented in bodies established under the Convention and the Kyoto Protocol,

Recognizing the need for women to be represented in all aspects of the UNFCCC process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups, in order to inform gender-responsive climate policy,

Also recognizing the importance of a balanced representation of women from developing and developed country Parties in the UNFCCC process so that gender responsive climate policy responds to the differing needs of men and women in national and local contexts,

Considering the importance of ensuring coherence between the participation of women in the UNFCCC process and the principles and objectives of international instruments and relevant multilateral processes, such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action, which recognize the importance of women's empowerment and their full participation on equal terms with men in all spheres of society, including participation in decision-making processes and access to power,

Acknowledging the outcome of the United Nations Conference on Sustainable Development, in particular the recognition of women's leadership and their vital role in achieving sustainable development and the emphasis on the impact of setting specific targets and implementing temporary measures, as appropriate, for substantially increasing the

number of women in leadership positions, with the aim of achieving gender parity,

Recognizing the advances made by Parties in the promotion of gender balance and the empowerment of women,

1. *Agrees* that additional efforts need to be made by all Parties to improve the participation of women in bodies established pursuant to the Convention and the Kyoto Protocol as envisaged in decision 36/CP.7;

2. *Decides* to enhance decision 36/CP.7 by adopting a goal of gender balance in bodies established pursuant to the Convention and the Kyoto Protocol, in order to improve women's participation and inform more effective climate change policy that addresses the needs of women and men equally;

3. *Invites* current and future chairs of such bodies to be guided by the goal of gender balance when setting up informal negotiating groups and consultation mechanisms, such as contact groups, spin-off groups and panels, and nominating their facilitators and chairs;

4. *Also invites* other institutions established pursuant to the Convention and the Kyoto Protocol to be guided by the goal of gender balance, with the aim of a gradual but significant increase in the participation of women towards achieving this goal and review progress made at the twenty-second session of the Conference of the Parties;

5. *Further invites* Parties to commit to meeting the goal of gender balance by, inter alia, nominating women to bodies established under the Convention and the Kyoto Protocol with the aim of a gradual but significant increase in the participation of women towards achieving this goal, and review progress made at the twenty-second session of the Conference of the

Parties;

6. *Invites* Parties to encourage more women to be candidates for positions within bodies established pursuant to the Convention and the Kyoto Protocol and to give due consideration to nominating female representatives to these bodies;

7. *Also invites* Parties to strive for gender balance in their delegations to sessions under the Convention and the Kyoto Protocol;

8. *Requests* the secretariat to maintain information on the gender composition of constituted bodies established under the Convention and the Kyoto Protocol, including information on the representation of women from regional groups, to gather information on the gender composition of delegations to sessions under the Convention and the Kyoto Protocol and to report this information to the Conference of the Parties for its consideration on an annual basis, in order to enable the tracking of progress made towards the goal of gender balance in advancing gender-sensitive climate policy;

9. *Decides* to add the issue of gender and climate change as a standing item on the agenda of sessions of the Conference of the Parties to allow the Conference of the Parties to consider the information referred to in paragraph 8 above;

10. *Requests* the secretariat to organize, in conjunction with the nineteenth session of the Conference of the Parties, an in-session workshop on gender balance in the UNFCCC process, gender-sensitive climate policy and capacity-building activities to promote the greater participation of women in the UNFCCC process;

11. *Also requests* Parties and observer organizations to submit to the secretariat, by 2 September 2013, their views on options and ways to advance the goal referred to in paragraph 2 above;

12. *Further requests* the secretariat to compile those submissions into a miscellaneous document for consideration by the Conference of the Parties at its nineteenth session;
13. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat pursuant to the provisions contained in paragraphs 8, 10 and 12 above;
14. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources;
15. *Invites* the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol to endorse this decision.

DECISION 18/CP.20

LIMA WORK PROGRAMME ON GENDER

THE CONFERENCE OF THE PARTIES,

Recalling decisions 36/CP.7, 1/CP.16 and 23/CP.18 on improving the participation of women in Convention negotiations and in the representation of Parties in bodies established under the Convention,

Underscoring the importance of coherence between gender-responsive climate policies and balanced participation of women and men in the Convention process, and the provisions of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action,

Acknowledging the progress made in advancing gender balance and gender equality within the context of climate change policies and in line with the individual country circumstances and gender-responsive climate policy through the decisions referred to above, and the need for gender

mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increase their effectiveness,

Noting that, notwithstanding the progress made by Parties in implementing the decisions referred to above, there is a need for women to be represented in all aspects of the Convention process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups,

Also noting that gender-responsive climate policy still requires further strengthening in all activities related to adaptation and mitigation as well as decision-making on the implementation of climate policies,

1. *Decides* to enhance the implementation of decisions 36/CP.7, 1/CP.16 and 23/CP.18 by inviting Parties to advance gender balance, promote gender sensitivity in developing and implementing climate policy, and achieve gender-responsive climate policy in all relevant activities under the Convention;
2. *Also decides* that additional efforts need to be made by Parties to improve the participation of women in their delegations and in all of the bodies established under the Convention, as stipulated in decisions 36/CP.7 and 23/CP.18;
3. *Further decides* to establish a two-year work programme for promoting gender balance and achieving gender-responsive climate policy, developed for the purpose of guiding the effective participation of women in the bodies established under the Convention, the elements of which are contained in paragraphs 4 to 7 below;
4. *Requests* the secretariat to include in its next annual report, as referred to in decision 23/CP.18, paragraph 8, information regarding the implementation by the secretariat of those decisions that include a gender approach, in keeping with

- applicable gender-related policies under the Convention;
5. *Decides* to strengthen the existing work on gender balance in the thematic priority areas set out in paragraphs 6 to 12 below;
 6. *Encourages* Parties to support (a) training and awareness-raising for female and male delegates on issues related to gender balance and climate change, and (b) building the skills and capacity of their female delegates to effectively participate in UNFCCC meetings via training on, inter alia, negotiation skills, drafting of legal language and strategic communication;
 7. *Also encourages* interested Parties and relevant organizations to support these training and capacity-building efforts, particularly for delegates from Parties that are particularly vulnerable to the adverse effects of climate change, including the least developed countries, small island developing States and countries in Africa;
 8. *Requests* the secretariat to support the organization of these training and capacitybuilding efforts, inter alia, in conjunction with sessions of the subsidiary bodies;
 9. *Invites* Parties to increase the representation of women and active participation of women in the bodies established under the Convention;
 10. *Decides* to clarify the meaning of the term “gender-responsive climate policy” from an implementation perspective, and improve the development and effective implementation of gender-responsive climate policy;
 11. *Requests* the secretariat to organize an in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer during the forty-second session of the Subsidiary Body for Implementation (June 2015), and prepare a report on the workshop for consideration at its forty-third session (November–December 2015);

12. *Also requests* the secretariat to organize an in-session workshop on gender-responsive climate policy with a focus on adaptation and capacity-building, and training for delegates on gender issues during the forty-fourth session of the Subsidiary Body for Implementation (May 2016) and prepare a report on the workshop for consideration at its forty-fifth session (November 2016). Future work could include in-session workshops on other themes;

13. *Invites* Parties and admitted observer organizations to submit to the secretariat, by 18 February 2015 and 3 February 2016, respectively, their views on the matters to be addressed at the in-session workshops referred to in paragraphs 11 and 12 above;

14. *Requests* the secretariat to prepare a technical paper on guidelines or other tools on integrating gender considerations into climate change related activities under the Convention for consideration by the Subsidiary Body for Implementation at its forty-fourth session;

15. *Invites* Parties and admitted observer organizations to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy;

16. *Agrees* to review this information at its twenty-second session (November 2016) with a view to taking any necessary action needed to strengthen the progress of furthering these goals;

17. *Requests* the Executive Secretary to appoint a senior gender focal point, who is an expert in this subject matter, to develop and ensure the implementation of, within existing resources, an action plan for the two-year work programme on gender and climate change;

18. *Invites* Parties and relevant organizations to provide the

means for implementing gender-related activities within the two-year work programme;

19. *Takes note* of the budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;

20. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

DECISION 21/CP.22

GENDER AND CLIMATE CHANGE

THE CONFERENCE OF THE PARTIES,

Recalling decisions 36/CP.7, 1/CP.16, 23/CP.18, 18/CP.20 and 1/CP.21 and the Paris Agreement,

Underscoring the importance of coherence between gender-responsive climate policies and the balanced participation of women and men in the Convention process and the provisions of international instruments and outcomes such as the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action² and the 2030 Agenda for Sustainable Development,

Noting that, notwithstanding the progress made by Parties in implementing the decisions referred to above, there is a need for women to be represented in all aspects of the Convention process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups,

Acknowledging with appreciation the important role of the two-year Lima work programme on gender in the incorporation of a gender perspective in the work of the

Parties and the secretariat in implementing the Convention,

Noting with appreciation the contributions received in support of the work undertaken so far,

Also noting that gender-responsive climate policy still requires further strengthening in all activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer and capacity-building) as well as decisionmaking on the implementation of climate policies,

1. *Welcomes* the report by the secretariat on the in-session workshop on gender-responsive climate policy with a focus on adaptation, capacity-building and training for delegates on gender issues,⁴ which was held during the forty-fourth sessions of the subsidiary bodies;
2. *Notes* with appreciation the submissions from Parties and observers as input for the workshop referred to in paragraph 1 above;
3. *Takes note* of the report by the secretariat on the gender composition of constituted bodies established under the Convention and its Kyoto Protocol,⁵ and the urgent need to improve the representation of women in all of the bodies established under the Convention, the Kyoto Protocol and the Paris Agreement;
4. *Urges* Parties to enhance their efforts in advancing the implementation of decisions 36/CP.7, 1/CP.16, 23/CP.18 and 18/CP.20;
5. *Takes note* of the submissions from Parties and observers on possible elements and guiding principles for continuing and enhancing the Lima work programme on gender, including information from Parties on progress made towards achieving the goals of gender balance and gender-responsive climate policy in response to the invitation contained in decision 18/

CP.20, paragraph 1;

6. *Decides* to continue and enhance the Lima work programme on gender for a period of three years as set out in paragraphs 7–30 below and to undertake, at the twenty-fifth session of the Conference of the Parties (November 2019), a review of the work programme;

7. *Invites* Parties to continue to assist: (a) Training and awareness-raising for female and male delegates on issues related to gender balance and climate change; (b) Building the skills and capacity of their female delegates to participate effectively in UNFCCC meetings through training on, *inter alia*, negotiation skills, the drafting of legal documents and strategic communication;

8. *Also invites* Parties and relevant organizations to continue to assist the activities referred to in paragraph 7 above, with a special focus on training and capacity-building for delegates from Parties that are particularly vulnerable to the adverse effects of climate change;

9. *Requests* the secretariat to continue to support the organization of the training and capacity-building efforts referred to in paragraphs 7 and 8 above, *inter alia*, in conjunction with sessions of the subsidiary bodies;

10. *Invites* Parties to increase the representation and active participation of women in the bodies established under the Convention;

11. *Decides* that annual in-session workshops will be held in conjunction with the sessions of the subsidiary bodies in the first sessional period of 2018 and 2019;

12. *Requests* the Subsidiary Body for Implementation to elaborate the topics for the workshops referred to in paragraph 11 above during 2017 and to report on the topics that it recommends for the workshops to the Conference of the

Parties at its twenty-third session (November 2017);

13. *Also requests* the secretariat to prepare a technical paper identifying entry points for integrating gender considerations in workstreams under the UNFCCC process for consideration by the Subsidiary Body for Implementation at its forty-eighth session (April– May 2018);

14. *Further requests* all constituted bodies under the UNFCCC process to include in their regular reports information on progress made towards integrating a gender perspective in their processes according to the entry points identified in the technical paper referred to in paragraph 13 above;

15. *Requests* the secretariat to prepare biennial synthesis reports on the information contained in the reports referred to in paragraph 14 above for consideration by the Conference of the Parties, with the first biennial synthesis report to be prepared for the consideration of the Conference of the Parties at its twenty-fifth session (November 2019);

16. *Encourages* Parties and the secretariat to take into consideration a gender perspective in the organization of the technical expert meetings on mitigation and adaptation, in accordance with decision 1/CP.21, paragraphs 111 and 129;

17. *Invites* Parties to mainstream a gender perspective in the enhancement of climate technology development and transfer;

18. *Requests* the secretariat, if updating the accreditation process for the Parties, to improve, as appropriate, the accuracy of data on the gender of the participants as a means of providing accurate data to assess progress made on the participation of women delegates in UNFCCC meetings and those of constituted bodies;

19. *Also requests* the secretariat to continue to prepare an annual report on gender composition in accordance with decisions 23/CP.18 and 18/CP.20;

20. *Further requests* the secretariat to undertake research and analysis on challenges to the full and equal participation of women in climate-related processes and activities and to prepare a technical paper on achieving the goal of gender balance as mandated by decisions 36/CP.7, 1/CP.16 and 23/CP.18, based on submissions and its own research for consideration by the Conference of the Parties at its twenty-third session;

21. *Requests* the Financial Mechanism and its operating entities to include in their respective annual reports to the Conference of the Parties information on the integration of gender considerations in all aspects of their work;

22. *Invites* Parties to appoint and provide support for a national gender focal point for climate negotiations, implementation and monitoring;

23. *Encourages* Parties, when reporting on their climate policies under the UNFCCC process, to include information on how they are integrating gender considerations into such policies;

24. *Also encourages* Parties to integrate local and traditional knowledge in the formulation of climate policy and to recognize the value of the participation of grassroots women in gender-responsive climate action at all levels;

25. *Requests* the secretariat to maintain and regularly update its web pages for sharing information on women's participation and on gender-responsive climate policy;

26. *Invites* Parties and non-Party stakeholders to share information on their work related to integrating a gender perspective in the activities and work under the Convention, the Kyoto Protocol and the Paris Agreement;

27. *Requests* the Subsidiary Body for Implementation to develop a gender action plan in order to support the implementation of gender-related decisions and mandates

under the UNFCCC process, which may include priority areas, key activities and indicators, timelines for implementation, the responsible and key actors and indicative resource requirements for each activity, and further elaborate its process of review and monitoring;

28. *Invites* Parties, members of constituted bodies, United Nations organizations, observers and other stakeholders to consult through meetings, prior to the forty-sixth sessions of the subsidiary bodies (May 2017), in order to provide inputs to the formulation of the gender action plan referred to in paragraph 27 above;

29. *Requests* the secretariat to convene, in cooperation with Parties and interested observers and other stakeholders, an in-session workshop during the forty-sixth sessions of the subsidiary bodies to develop possible elements of the gender action plan referred to in paragraph 27 above for consideration by the Subsidiary Body for Implementation at its forty-seventh session (November 2017);

30. *Invites* submissions from Parties, observers and other stakeholders, by 25 January 2017, on their views on the matters to be addressed at the in-session workshop referred to in paragraph 29 above;

31. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;

32. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources;

33. *Invites* Parties and relevant organizations to participate and engage in implementing gender-related activities within the work programme.

ANNEX II

GLOSSARY OF TERMS

Gender refers to how societies and specific cultures assign roles and ascribe characteristics to men and women on the basis of their sex. It also refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/ entitlements affect women, men, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. Gender analysis may be conducted on the basis of qualitative information and methods and/or on the basis of quantitative information provided by gender statistics.

Gender audits are institutional gender analysis and assessment tools that help to scan the extent to which gender equality has been integrated into institutions, policies, or programmes. There are a wide variety of gender auditing tools that address different issues, including financial audits, general organisational assessments, and international policy analysis. The overarching aim of most auditing tools is to hold institutions and governments to account regarding gender integration.

Gender balance is commonly used in reference to human resources and the equal participation of women and men in all areas of work, projects or programmes. Women and men are expected to participate in proportion to their shares in the population. In many areas, however, women participate less than what would be expected according to the sex distribution in the population (under-representation of women) while men participate more than expected (over-representation of men).

Gender blindness is the failure to recognise that the roles and responsibilities of men/boys and women/girls are given to them in specific social, cultural, economic and political contexts and backgrounds. Projects, programmes, policies and attitudes which are gender blind do not take into account these different roles and diverse needs, maintain the status quo and will not help transform the unequal structure of gender relations. Gender budgeting focuses on the analysis of public expenditure and revenue from a gender perspective, identifying the implications for women compared to men. The ultimate goal is to reprioritise both expenditures and revenue raising methods in order to promote equality.

Gender equality refers to the goal when all human beings, men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, discrimination and prejudices, when women and men fully enjoy their human rights. It means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. It refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

Gender equity is the process of being fair to men and women, boys and girls. It refers to differential treatment that is fair and positively addresses a bias or disadvantage that is due to gender roles or norms or differences between the sexes. It is about the fair and just treatment of both sexes that takes into account the different needs of the men and women, cultural barriers and (past) discrimination of the specific group.

Gender mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender

equality are central to all activities. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.

Gender parity is a 50:50 ratio of males and females. Some countries have laws on gender parity in decision-making.

Gender responsive refers to policies and approaches that entail identifying needed interventions to address gender gaps in sector and government policies, plans and budgets; considering gender norms, roles and relations for women and men and how they affect access to and control over resources; and considering women's and men's specific needs, although these nuances are not always clear cut. Changes are planned or made that respond to the inequities in the lives of men or women within a given social setting and aim to remedy these inequities.

Gender sensitive refers to policies and approaches that take into account gender perspectives and assess gender impacts and incorporate them into strategies; policies and approaches consider gender norms, roles and relations but does not address inequality generated by unequal norms, roles or relations. While it indicates gender awareness, no remedial action is developed.

Gender statistics are defined as statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. Gender statistics are defined by the sum of the following characteristics: (a) data are collected and presented disaggregated by sex as a primary and overall classification; (b) data reflect gender issues; (c) data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives; and (d) data collection methods take into account stereotypes and social and cultural factors that may induce gender biases.

Sex-disaggregated statistics are data collected and tabulated separately for women and for men. They allow for the measurement of differences between women and men in various social and economic dimensions and are one of the requirements for obtaining gender statistics. Gender statistics are more than data disaggregated by sex, however. Disaggregating data by sex does not guarantee, for example, that concepts, definitions and methods used in data production are conceived to reflect gender roles, relations and inequalities in society.

REFERENCES

¹ Aguilar, L., Granat, M., & Owren, C. (2015). *Roots for the future: The landscape and way forward on gender and climate change*. IUCN & GGCA, Washington, DC. pp 81-127.

² Ibid. pp 231

³ FAO (2011). *Women in Agriculture: Closing the Gender Gap for Development. The State of Food and Agriculture 2010-11*. Food and Agriculture Organization, Rome, Italy

⁴ FAO (2010). *FAO Gender and Land Rights Database*. Food and Agriculture Organization, Rome, Italy.

⁵ Henry, S., Schoumaker, B. & Beauchemin, C. (2004). *The impact of rainfall on the first out-migration: a multi-level event-history analysis in Burkina Faso*. *Population and Environment*. 25(5):423-460

⁶ World Bank (2012). *Lao PDR - Power to the People: Twenty Years of National Electrification*. Washington, DC.

⁷ Neumayer, E. & Plümper, T. (2007). The gendered nature of natural disasters: The impact of catastrophic events on the gender gap in life expectancy, 1981-2002. *Annals of the Association of American Geographers*. 97(3):551-566.

⁸ UNGA (1997). *Report of the Economic and Social Council for 1997*. UN General Assembly. A/52/3.

⁹ Three conventions resulted from the 1992 United Nations Conference on Environment and Development (UNCED), also known as the Earth Summit, on climate change, biodiversity and desertification.

¹⁰ Aguilar, L., Granat, M., & Owren, C. (2015). *Roots for the future: The landscape and way forward on gender and climate change*. IUCN & GGCA, Washington, DC. pp 92.

¹¹ Ibid.

¹² Thorsen, K., Cecelski, E., Wiik, C. & Oparaocha, S. (2011). *Gender Equality in Financing Energy for All*. Norwegian Agency for Development Cooperation. Oslo.

¹³ World Bank (2011). *Gender and Climate Change: Three Things You Should Know*. Washington, DC.

¹⁴ <https://www.ctc-n.org/technology-sectors/gender>

¹⁵ CTCN (2016). *Note on CTCN Technology and Gender Mainstreaming*. Advisory Board to the Climate Technology Centre and Network. Seventh Meeting.

¹⁶ Schalatek, L. (2014). *Of Promise, Progress, Perils and Prioritization. Gender in the Green Climate Fund*. Heinrich Böll Foundation, Washington, DC.

¹⁷ <https://www.thegef.org/topics/gender>

¹⁸ Adaptation Fund Board (2016). *Gender Policy and Action Plan of the Adaptation Fund*.

¹⁹ <http://www.greenclimate.fund/how-we-work/mainstreaming-gender>

²⁰ GCF and UN Women (2017). *Mainstreaming Gender in Green Climate Fund Projects*.

²¹ <https://www.climateinvestmentfunds.org/about/gender>

²² UNDP (2015). *Gender Responsive National Communications Toolkit*.

oxford
climate
policy

iiED



Supported by:



Federal Ministry for the
Environment, Nature Conservation,
Building and Nuclear Safety

based on a decision of the German Bundestag

